

Racial Equity and Social Justice Initiative RESJ Tool: Comprehensive Version



INSTRUCTIONS

Use this tool as early as possible in the development of City policies, plans, programs and budgets.

For issues on a short timeline or with a narrow impact, you may use the RESJ Tool – Fast Track Version.

This analysis should be completed by people with different racial and socioeconomic perspectives. When possible, involve those directly impacted by the issue. Include and document multiple voices in this process.

The order of questions may be re-arranged to suit your situation.

Mission of the Racial Equity and Social Justice (RESJ) Initiative: To establish racial equity and social justice as core principles in all decisions, policies and functions of the City of Madison.

Equity is just and fair inclusion into a society in which all, including all racial and ethnic groups, can participate, prosper, and reach their full potential. Equity gives all people a just and fair shot in life despite historic patterns of racial and economic exclusion (www.policylink.org).

The persistence of deep racial and social inequities and divisions across society is evidence of bias at the individual, institutional and structural levels. These types of bias often work to the benefit of White people and to the detriment of people of color, usually unintentionally or inadvertently.

Purpose of this Tool: To facilitate conscious consideration of equity and examine how communities of color and low-income populations will be affected by a proposed action/decision of the City.

The “*What, Who, Why, and How*” questions of this tool are designed to lead to strategies to prevent or mitigate adverse impacts and unintended consequences on marginalized populations.

BEGIN ANALYSIS

Title of policy, plan or proposal:

Oscar Mayer Strategic Assessment Report - Redevelopment Objectives

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1. WHAT

a. What is the policy, plan or proposal being analyzed, and what does it seek to accomplish?

In June 2017, the Common Council approved a resolution (Legislative ID No. 47316) creating the Oscar Mayer Strategic Assessment Committee to oversee a public process for the preparation of a report examining the "big picture" issues and opportunities regarding the future redevelopment of the Oscar Mayer site and surrounding area. The resolution also directed the OMSAC to use the City's Racial Equity Social Justice Tool to assess the impacts of the area's redevelopment. To accomplish that directive, this assessment focuses on the ten redevelopment objectives below and the vision they are intended to support.

VISION: Physically and economically woven into the diverse surrounding neighborhoods, the transit-oriented, employment centered, mixed-use district is now an inclusive gathering hub of the Northside. The corridor has leveraged its unmatched infrastructure capacity and location between the airport and downtown to rise as a regional economic hub for the local community and its future residents.

OBJECTIVE 1. TARGET A HIGH DENSITY OF LIVING WAGE JOBS

OBJECTIVE 2. MAINTAIN HOUSING AFFORDABILITY AND MINIMIZE DISPLACEMENT

OBJECTIVE 3. LEVERAGE THE CORRIDOR'S EXISTING INFRASTRUCTURE AND BUILDING STOCK

OBJECTIVE 4. ENSURE ECONOMIC RECOVERY BOOSTS DIVERSITY IN OWNERSHIP AND LOCAL BUSINESSES

OBJECTIVE 5. INTEGRATE A WELCOMING DISTRICT THAT SERVES ALL AGES AND DIVERSE CULTURES

OBJECTIVE 6. EQUIP THE NORTH/EAST SIDE'S NEXT GENERATION WITH SKILLS TO MEET EMERGING OPPORTUNITIES

OBJECTIVE 7. CREATE AN INTEGRATED AND CONNECTED MULTIMODAL TRANSPORTATION SYSTEM

OBJECTIVE 8. DEPLOY SUSTAINABLE TECHNOLOGIES, IMPROVE STORMWATER, AND PRESERVE ENVIRONMENTAL ASSETS

OBJECTIVE 9. FORM AN IDENTIFIABLE AND AUTHENTIC MIXED-USE DISTRICT

OBJECTIVE 10. PROACTIVELY UTILIZE CITY FINANCIAL RESOURCES AND STATUTORY POWERS TO OPTIMIZE TAX BASE GROWTH AND ACHIEVE THE VISION

This analysis focuses on the gaps between the redevelopment objectives and the tradeoffs that often must be made during the implementation of the report's recommendations. It seeks to keep these issues at the forefront of discussions and evaluations as decisions are made.

- b. What factors (including existing policies and structures) associated with this issue might be affecting communities of color and/or low-income populations differently?

The primary influence on what happens in the area lies with the individual property owners. While these decisions affect everyone within the area, as the area changes, low-income individuals and families and those on fixed-incomes are more vulnerable to being displaced or priced out of the neighborhood. The timing and type of development is determined largely by the property owners and the market. However, the City can have some influence on the future of these sites through its use of financial incentives (such as TIF) and discretionary development approvals. The Redevelopment Objectives seek to guard against the negative impacts to these populations and to use any tools at the City's disposal to mitigate these impacts.

Meanwhile, the potential positive factors associated with the objectives include:

- Increased job opportunities for communities of color and low-income residents in this neighborhood and region as a whole
- Improved transportation connections for communities of color and low-income residents in the area
- Increased availability of a wide variety of housing, shopping, and other activities

- c. What do available data tell you about this issue? (See page 5 for guidance on data resources.)

- We generally have good baseline data on the population living in and near the study area.
- Home values in this area are currently appreciating slower than in other parts of the City.
- Jobs to workforce mismatch: most people living in the study area work in service jobs outside of it, while most large public and private employers near the study area (Covance, Madison College) are attracting employees primarily from outside the study area.
- Population is decreasing slightly in the area while increasing 21% citywide.

- d. What data are unavailable or missing?

- We don't know yet how change in the study area will impact property values (although this can be followed).
- Uncertainty regarding what proportion of the population in and near the study area are underemployed or would be interested in new employment opportunities in the study area.

- e. Which focus area(s) will the policy, plan or proposal primarily impact?

Please add any comments regarding the specific impacts on each area:

- | | |
|--|---|
| ☐ Community/Civic Engagement | ☒ Food Access & Affordability |
| ☐ Criminal Justice | ☐ Government Practices |
| ☐ Early Childhood | ☐ Health |
| ☒ Economic Development | ☒ Housing |
| ☐ Education | ☒ Planning & Development |
| ☒ Employment | ☐ Service Equity |
| ☒ Environment | ☒ Transportation |
| ☐ Other (please describe) | |

Comments:

2. WHO

- a. Who (individuals or groups) could be impacted by the issues related to this policy, plan or proposal? Who would benefit?

Collectively, the Redevelopment Objectives seek to ensure that the region, city, and residents and business owners of the north and east sides benefit, or are not disproportionately impacted, by the envisioned economic growth in the area.

Who would be burdened?

Although Objectives 1, 2, 4, and 5 specifically focus on ensuring that the area retain its relative affordability and continues to provide opportunities for those who live in the area, current residents and businesses risk being priced out of the area as the area redevelops. Former employees of Oscar Mayer and other members of the local workforce may lack some of the skills necessary for jobs that may be coming to the area.

Are there potential disproportionate impacts on communities of color or low-income communities?

As the area develops, there is the potential for disproportionate impacts on communities of color and low-income communities. However, as a body, the Redevelopment Objectives being evaluated by this tool seek to guard against that to the degree possible.

- b. Have stakeholders from different racial/ethnic and socioeconomic groups—especially those most affected—been informed, involved and represented in the development of this proposal or plan? Who is missing and how can they be engaged? (See page 6 for guidance on community engagement.)

The Redevelopment Objectives were developed through an open public process that included 10 public meetings of the Committee and an Open House Event. However, a specific effort was undertaken to engage stakeholders from different racial/ethnic and socioeconomic groups in this process. A member of the consultant team, EQT by Design, LLC, developed a public engagement process to give voice to the overall general diverse constituency of the City of Madison and to diverse voices specific to the North side of Madison. The key findings presented are the results of seven focus group sessions with attendance of almost 60 individuals who offered 400+ comments between the months of May and June of 2018. Focus group statistics: 40% were Northsiders; 66% were female; 75% were 50 or less; 25% worked on the Northside; 56% had connections to Oscar Mayer; 77% had racial/ethnic identities.

- c. What input have you received from those who would be impacted and how did you gather this information? Specify sources of comments and other input.

Based on work by Vandewalle & Associates and EQT By Design, LLC, the vision and objectives were developed based on the input of diverse stakeholders as highlighted in 2b above.

3. WHY

- a. What are the root causes or factors creating any racial or social inequities associated with this issue? (Examples: Bias in process; Lack of access or barriers; Lack of inclusive engagement)

Most of the study area is under private ownership. Often, equitable long term outcomes such as those mentioned in the objectives are not a focus or major factor in decision-making by the private sector.

Systemic and institutional biases and barriers to training and employment as well as language and cultural barriers are at play.

- b. What are potential unintended consequences? What benefits or burdens may result?
(Specifically consider social, economic, health and environmental impacts.)

Potential Benefits:

- Improved job opportunities
- Improved housing choices
- Better transportation connections in a walkable, mixed-use area close to the center of the City
- More and better park and open space and related programming

Potential Burdens:

- It could be possible that the benefits of redevelopment would impact other community members but not low-income or communities of color as intended.
- The redevelopment of the area could result in such a significant increase in property value that low-income community members would be priced out of the area.

- c. What identified community needs are being met or ignored in this issue or decision?

All of the redevelopment objectives are intentional about inclusiveness and equity. High priority objectives include access to living wage jobs, maintaining affordability, equitable development; inclusive spaces; and equitable, integrated transportation.

4. WHERE

- a. Are there impacts on geographic areas? (Select all that apply.)

- | | |
|---|---|
| ☐ All Madison neighborhoods | ☐ Park Edge/Park Ridge |
| ☐ Allied Drive | ☐ Southside |
| ☐ Balsam/Russet | ☒ East Madison (general) |
| ☐ Brentwood/Northport Corridor | ☒ North Madison (general) |
| ☐ Darbo/Worthington | ☐ West Madison (general) |
| ☐ Hammersley/Theresa | ☐ Downtown/Campus |
| ☐ Leopold/Arbor Hills | ☐ Dane County (outside Madison) |
| ☐ Owl Creek | ☐ Outside Dane County |

Comments:

5. HOW: RECOMMENDATIONS SECTION

- a. Describe recommended strategies to address adverse impacts, prevent unintended negative consequences and advance racial equity (program, policy, partnership and/or budget/fiscal strategies):

- Explore requiring commitments (similar to community benefits agreements) from the private sector in exchange for City financial support.
- A SAP process with a well-funded public participation plan for dialogue with all stakeholders
- Identify and implement strategies to support long-term renters and homeowners threatened with displacement
- Identify and implement strategies to maintain affordability for small businesses, entrepreneurs in the study area
- Identify and implement strategies (perhaps including direct subsidy and land acquisition) to create additional affordable housing in the study area

b. Is the proposal or plan:

- ☒ Realistic?
- ☐ Adequately funded?
- ☐ Adequately resourced with personnel?
- ☐ Adequately resourced with mechanisms (policy, systems) to ensure successful implementation and enforcement?
- ☐ Adequately resourced with provisions to ensure ongoing data collection, public reporting, stakeholder participation and public accountability?

If you answered “no” to any of the above, what resources or actions are needed?

Because what is being evaluated in this phase of the process are high level Redevelopment Objectives, whether the tools ultimately put in place to accomplish them will determine if they are adequately resourced. However, at the objective level, they seem realistic.

c. Who is accountable for this decision?

Ultimately, much of the accountability for City resources devoted to achieving these objectives lie with the Mayor and Common Council as part of budgeting and other approval processes. However, with regard to gentrification and displacement specifically, the City will have only limited influence on the level of investment in new businesses, private property and property value increases over time.

d. How will impacts be documented and evaluated? What are the success indicators and progress benchmarks?

-Through an equity lens property values and demographics need to be monitored and analyzed over time to gauge the impacts of development and redevelopment on people living within or near the study area.

Indicators of success include:

- a wide variety of household types and income levels should remain in nearby neighborhoods over time
- an increased proportion of area residents work within the study area (could be measured by reduced commute times to work)
- increased number of jobs in the study area for all different types of skill levels or training to ensure everyone benefits
- increased number of diverse entrepreneurs and small businesses are able to grow in the study area

e. How will those impacted by this issue be informed of progress and impacts over time?

Those impacted will be informed on progress by continuing to engage with the communities of color and low-income communities. In addition, these communities will be asked to share and inform how they think implementation of the vision and objectives are progressing. They will be invited to engage and be involved as the OMSAC plan unfolds and is implemented over time.

DATA RESOURCES FOR RACIAL EQUITY AND SOCIAL JUSTICE IMPACT ANALYSIS

City of Madison

- Neighborhood Indicators (UW Applied Population Lab and City of Madison):
<http://madison.apl.wisc.edu>
- Open Data Portal (City of Madison):
<https://data.cityofmadison.com>
- Madison Measures (City of Madison):
www.cityofmadison.com/finance/documents/madisonmeasures-2013.pdf
- Census reporter (US Census Bureau):
<http://censusreporter.org/profiles/06000US5502548000-madison-city-dane-county-wi>

Dane County

- Geography of Opportunity: A Fair Housing Equity Assessment for Wisconsin's Capital Region (Capital Area Regional Planning Commission):
www.capitalarearpc.org
- Race to Equity report (Wisconsin Council on Children and Families):
<http://racetoequity.net>
- Healthy Dane (Public Health Madison & Dane County and area healthcare organizations):
www.healthydane.org
- Dane Demographics Brief (UW Applied Population Lab and UW-Extension):
www.apl.wisc.edu/publications/Dane_County_Demographics_Brief_2014.pdf

State of Wisconsin

- Wisconsin Quickfacts (US Census):
<http://quickfacts.census.gov/qfd/states/55000.html>
- Demographics Services Center (WI Dept of Administration):
www.doa.state.wi.us/section_detail.asp?linkcatid=11&linkid=64&locid=9
- Applied Population Laboratory (UW-Madison):
www.apl.wisc.edu/data.php

Federal

- American FactFinder (US Census):
<http://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>
- 2010 Census Gateway (US Census):
www.census.gov/2010census

CITY OF MADISON RACIAL EQUITY AND SOCIAL JUSTICE COMMUNITY ENGAGEMENT CONTINUUM

Adapted from *Community Engagement Guide: A tool to advance Equity & Social Justice in King County*

The continuum provides details, characteristics and strategies for five levels of community engagement. The continuum shows a range of actions from county-led information sharing that tends to be shorter-term to longer-term community-led activities. The continuum can be used for both simple and complex efforts. As a project develops, the level of community engagement may need to change to meet changing needs and objectives.

The level of engagement will depend on various factors, including program goals, time constraints, level of program and community readiness, and capacity and resources. There is no one right level of engagement, but considering the range of engagement and its implications on your work is a key step in promoting community participation and building community trust. Regardless of the level of engagement, the role of both the City of Madison and community partners as part of the engagement process should always be clearly defined.

Levels of Engagement				
City Informs City of Madison initiates an effort, coordinates with departments and uses a variety of channels to inform community to take action	City Consults City of Madison gathers information from the community to inform city-led projects	City engages in dialogue City of Madison engages community members to shape city priorities and plans	City and community work together Community and City of Madison share in decision-making to co-create solutions together	Community directs action Community initiates and directs strategy and action with participation and technical assistance from the City of Madison
Characteristics of Engagement				
- Primarily one-way channel of communication - One interaction - Term-limited to event - Addresses immediate need of City and community	- Primarily one-way channel of communication - One to multiple interactions - Short to medium-term - Shapes and informs city projects	- Two-way channel of communication - Multiple interactions - Medium to long-term - Advancement of solutions to complex problems	- Two-way channel of communication - Multiple interactions - Medium to long-term - Advancement of solutions to complex problems	- Two-way channel of communication - Multiple interactions - Medium to long-term - Advancement of solutions to complex problems
Strategies				
Media releases, brochures, pamphlets, outreach to vulnerable populations, ethnic media contacts, translated information, staff outreach to residents, new and social media	Focus groups, interviews, community surveys	Forums, advisory boards, stakeholder involvement, coalitions, policy development and advocacy, including legislative briefings and testimony, workshops, community-wide events	Co-led community meetings, advisory boards, coalitions and partnerships, policy development and advocacy, including legislative briefings and testimony	Community-led planning efforts, community-hosted forums, collaborative partnerships, coalitions, policy development and advocacy, including legislative briefings and testimony

NOTES